

Request for Proposal:

Joint Land Use Study Update for Shaw AFB, Poinsett ECR, the City of Sumter and Sumter County, South Carolina

June 22, 2015

The Sumter City-County Planning Commission is soliciting proposals from qualified consultants to prepare and deliver a Joint Land Use Study (“JLUS”) for Shaw Air Force Base and Poinsett ECR, located in the City of Sumter, and Sumter County South Carolina.

Background

Shaw Air Force Base is located on approximately 3,363 acres in Sumter, South Carolina. Shaw is home to the Air Force's largest combat F-16 wing--the 20th Fighter Wing--whose mission is to provide, project and sustain combat-ready air forces. Shaw also serves as home to Headquarters Ninth Air Force and U.S. Central Command Air Forces (USCENTAF), whose primary mission is to project decisive air and space power for U.S. Central Command (USCENTCOM) and America.

Shaw and the Sumter community have an exceptional history of collaboration, partnership, and support—especially when it comes to land use planning. The community—the City of Sumter and Sumter County—have adopted a clear policy aimed at protecting and preserving the military mission at Shaw. The primary working goal is to protect the base from unwanted development encroachment and incompatible land uses all the while protecting Sumter citizens from negative noise impacts and potential accidents.

The Shaw-Sumter community has prepared and adopted two previous Joint Land Use Studies: 1) a Joint land Use Study for Shaw in 1993 and; 2) a 2002 Joint Land Use Study for Poinsett Electronic Combat Range. Due to a series of factors, a combined update of the both the 1993 JLUS for Shaw and the JLUS for Poinsett is warranted.

Qualifications

The selected consultant must demonstrate qualifications in comprehensive land use planning with particular emphasis on local government and military base planning and previous experience with Joint Land Use Studies. The proposal should provide background on assigned members of the consulting team, again with emphasis on previous experience with JLUS. It is expected that the project will be completed within 12 months of any notice to proceed.

Selection Criteria and Process

A selection committee with representatives from the City-County Planning Commission, Staff, Shaw AFB, and other select stakeholders will review each proposal and make a recommendation to the Sumter City-County Planning Commission who will approve the recommendation or select an

alternative. The selection committee may choose to interview selected consultants. The selected consultant will be contacted for additional information concerning the proposal and a contract will be negotiated. If no contractual agreement can be reached, all negotiation with the selected consultant will be terminated and the selection committee will recommend an alternative choice to the Planning Commission.

The selection criteria are as follows:

1. Experience, qualifications, and technical competence in the types of work required to complete the task (25%)
2. Past performance on projects of a comparable nature (25%)
3. Familiarity with the Sumter community and region (5%)
4. Relevant experience and qualifications of specific personnel to be assigned (20%)
5. Demonstration of consultant's approach to performing the work including an indication that the Sumter JLUS will be a priority project in determining specific Staff scheduling and performance (15%)
6. Cost of Services per work element and *not to exceed* proposal (10%)

The Sumter City-County Planning Commission reserves the right to amend these selection criteria without notice to, or consent of, the proposing organizations. If such amendment would result in a aggregate change of more than 10% to the existing selection criteria, however, the Sumter City-County Planning Commission will give at least ten days notice of such amendment and will allow the proposing organizations to amend their proposal during such ten-day period.

Proposal Format

Each proposal shall include at a minimum:

1. Letter of interest, name of organization, and project contact information.
2. Current resume of qualifications.
3. Direct response to the selection criteria defined above.
4. Cost of Services
5. A summary of an understanding and approach to the project
6. Description of experience including a list of 4 relevant projects with reference contacts.
7. Any other information that will assist the Planning Commission in its decision.
8. SF 254 and 255 forms for primes and subs.

Proposal Submission

One (1) original and five (5) copies of the proposal and qualifications submission should be **mailed** to:

Sumter City-County Planning Commission

George K. McGregor, AICP, Director

P.O. Box 1449

Sumter, SC 29151

For **delivery**, the physical address is

The Sumter City-County Planning Commission

George K. McGregor, AICP, Director

12 W. Liberty Street

Sumter, SC 29150

Sealed Submission must be marked on the exterior of the package “Request for Proposals—Sumter/Shaw JLUS” and received no later than 5 p.m. on July 24, 2015 . No faxed or email submissions will be accepted.

All questions regarding this RFP shall be specific and in written form, and directed via email to:

George K. McGregor, AICP, Planning Director: gmcgregor@sumter-sc.com

Additional Information

The Sumter City-County Planning Commission retains the right to reject all proposals and to re-solicit if deemed to be in their best interest. Selection is dependent upon the negotiation of a mutually acceptable contract with the successful responder.

Each proposal shall state that it is valid for a period not less than ninety (90) days from the date of receipt.

All plans, calculations, maps, digital files, reports, correspondence, minutes of meetings, and related data generated for this project will be included in the final documents submitted to the Planning Commission.

The selected consultant shall comply with the requirements of the Title 49 CFR Part 21 and Title VI of the Civil Rights Act of 1964. The successful consultant shall provide services in compliance with the Americans with Disabilities Act of 1990. The Sumter City-County Planning Commission encourages the use and involvement of Disadvantaged Business and Enterprises on this project.

The type of contract is a cost plus fixed fee with a contract maximum; all costs subject to pre-award and final audits.

Federal Funds received by the Planning Commission will be used as a component of the overall funding of this project. Accordingly, the selected consultant will be required to comply with all applicable Federal regulations and contracting provisions required by the federal funding authority, including Title 49 CFR Part 31—Allowable Costs, Civil Rights, Minority Business enterprise and other applicable assurance provisions. Additionally, the contract must comply with state and local requirements applicable to such contracts.

The 1993 Shaw JLUS and 2002 Poinsett Range JLUS can be found at :

<http://www.sumtersc.gov/sumter-shaw-joint-land-use-study.aspx>

Contact George K. McGregor, AICP, Planning Director at gmcgregor@sumter-sc.com or at 803-774-1606.

Sumter County
City of Sumter
Shaw Air Force Base

Joint Land Use Study Request

Narrative

June 1, 2015

The Sumter City-County Planning Commission, a joint Planning agency for the City of Sumter and Sumter County, South Carolina, requests Office of Economic Adjustment support to update the 1993 JLUS for Shaw Air Force Base (AFB) and 2002 JLUS for the Poinsett Electronic Combat Range (ECR), located in Sumter, South Carolina.

I. Background

Shaw Air Force Base hosts nearly 6,000 military and 1,000 civilian personnel. Shaw Air Force Base hosts the Air Force's largest combat F-16 wing — the 20th Fighter Wing — whose mission is to provide, project and sustain combat-ready air forces. Shaw also hosts the Headquarters Ninth Air Force and U.S. Air Forces Central Command (AFCENT), whose primary mission is to project decisive air and space power for U.S. Central Command area of operation. The Ninth Air Force Headquarters commands, administers, and ensures the combat and agile support capabilities of all 9th Air Force assigned units; conducts a realistic and robust standardization and evaluation program to hone wartime missions and ensure readiness of all assigned active-duty and aligned Air Reserve component units; for the operational readiness of 16 Ninth Air Force-gained National Guard and Air Force Reserve units. The Poinsett Weapons Range is a night capable, class A range that hosts a diverse group of DOD aircraft that deliver practice ordnance on four different target types. The Poinsett Electronic Combat Range provides the largest electronic combat simulations on the East Coast supporting training for Suppression/Destruction of Enemy Air Defense (SEAD/DEAD) missions.

Shaw AFB is eight miles west of the City of Sumter, SC and Poinsett ECR is 7 miles south of the AFB, located in Sumter County. According to the 2010 Census, the County population has grown to 107,456; the City population was 40,524. Sumter grew by 2% between 2000-2010 and is expected to grow by 14% from 2010 to 2025. Primary catalysts for the anticipated growth include economic development successes like the opening of a Continental Tire manufacturing facility—expected to bring 1,700 new employees to Sumter

by the end of the decade—and the relocation of Third Army Headquarters to Shaw pursuant to the 2005 Base Realignment and Closure Commission (BRAC).

Sumter's growth and development pattern has been westward, from the City center towards Shaw AFB. The growth pattern threatens to intersect with Shaw AFB, bringing residential and commercial encroachment and the potential for new, incompatible uses. This development pattern is occurring as the bed down of the F-35 comes closer to reality. The confluence of these factors—growth and the F-35—is the primary reason to evaluate the potential land use implications on the community and its relationship to Shaw AFB.

Encroachment Concerns

In December 1993, the City and County of Sumter, South Carolina teamed with Shaw AFB to develop a *Joint Compatible Land Use Study for Shaw Air Force Base*

In 2002, a companion document, the Poinsett ECR JLUS was published. The 1993 and 2002 studies led to the adoption of broad land use policy and implementation measures in both the City and County of Sumter. The 2020 Comprehensive Plan was established in 1999 and included specific policy goals and objectives for base protection, preservation, and encroachment. The Zoning Ordinance was amended to include such zoning techniques as noise attenuation districts, airfield compatibility districts, accident potential zones, DNL's, height restrictions, and certain low density use restrictions. A full summary of all measures adopted by the community since the 1993 study is attached to this report as an exhibit.

In the intervening 21 years, land development has continued westward expansion from the City Center towards the base, giving rise to a new bundle of potentially adverse factors affecting Shaw AFB. and its mission. Shaw AFB and the Sumter Community have identified a number of compatibility and encroachment concerns justifying a new JLUS:

- **Urban Growth.** Sumter growth and development has occurred in a westerly manner, from the downtown of the City of Sumter toward Shaw AFB. New residential development has occurred along the northern and southern boundaries of Shaw AFB in both the City and County proper. As a result of the 1999 adoption of a new county-wide zoning ordinance, one acre zoning was established in and around the base noise district. Sumter County has witnessed a growing number of land use/rezoning requests proposing new single family development in this area. Commercial and residential uses appear drawn to the Shaw surrounds, bringing traffic, light, noise, compatibility and encroachment issues. Since 2000, approximately 800 new single family homes have been constructed in 10 subdivisions (representing over 1400 total approved units) in proximity to Shaw, the noise district, comprehensive plan area, and/or the accident potential zones. In addition, other activity can be seen outside of these specific regulatory areas but close enough to Shaw to establish a future pattern of concern. A map detailing subdivision activity in relation to the proposed study area is attached at the end of this report.

- **The F-35 and Shaw's changing mission.** A next generation of aircraft is on the horizon. It is anticipated that Shaw AFB will be home to an initial operational squadron of the Joint Strike Fighter—the F-35 Lighting. This will almost certainly influence the issue of noise and accident potential, effectively increasing opportunities for incompatibility and encroachment. The Air Force is expected to begin taking delivery of the F-35 within the next decade. This bed down will likely facilitate changes to the existing AICUZ—with a direct impact on the APZ and Noise Contours. This is a primary reason to conduct a new JLUS as the 1993 version did not contemplate the changing mission or the next generation of fighter.
- **Rise of Low-density residential.** Low density residential land uses have expanded especially near the Shaw's expanded Clear Zones to the North and South. These areas are not owned by Shaw; however, lower densities were supported under the 1993 JLUS.
- **Noise.** It is assumed the next generation fighter (F-35) will have airframe noise impact greater than the present F-16 footprint. Review of the F-35 generated noise contours and adjustments to local zoning ordinances should be considered to reduce the opportunity for noise complaints from existing and future residents.
- **Spectrum Encroachment.** Advancing mobile, cell, and other frequency emitting technology negatively conflicts with Shaw AFB and Poinsett ECR mission, which relies on its own Spectrum for mission related communications, on and off base.
- **Energy Compatibility and Availability Conflicts.** New energy expansion such as wind and solar (near/off shore particularly) impacts radar and low level training areas associated with SEAD training (Suppression of Enemy Air Defenses).
- **Airspace Management.** Shaw's mission is also facing extra-jurisdictional or superregional challenges associated with their airspace and electronic targeting opportunities. Shaw's mission and training activities take place in multiple airspaces over several southern states, generating new issues across multiple counties and states. While this JLUS may not be able to address this issue directly, it should lay the groundwork for a future phase of exploration.

II. Goals

The goals of the update are identical, virtually, to those expressed in the original 1993 JLUS report as well as the goals identified in the 2002 Poinsett Range JLUS performed and adopted by the community over 12 years ago.

As such, the primary goals of this study are:

- 1) To protect and preserve Shaw AFB, its current and future mission, from unwanted encroachment and incompatible land use and development, and;
- 2) To protect Sumter residents from noise nuisance conflicts and to reduce the exposure of citizens to the risk of aircraft accidents.

In addition to the goals above, it is the intention of this study to:

- 1) Establish an ongoing JLUS partnership, to include improved communication and coordination between the local government and the military installation;
- 2) Promote city and county coordination in future planning efforts and;
- 3) Promote Comprehensive community planning

III. Objectives

1. **Review and analysis of existing conditions.** A clear understanding of historical, current, and future growth patterns is critical to the analysis. This includes current land use regulations, policy designations, permit tracking, and other development tracking elements. An understanding of how and why Sumter has grown towards Shaw is the objective. The review of existing patterns will provide the foundation on which encroachment and compatibility concerns can be evaluated.

2. **Review and analysis of the effectiveness of the 1993 JLUS and 2002 Poinsett JLUS.** How has the study been implemented? What steps were taken? Are there additional measures necessary? The objective of this task is to determine to what degree the original study promoted the preservation of Shaw AFB by limiting incompatible land use and development encroachments. The review of the effectiveness or ineffectiveness of previous studies in addressing compatibility and encroachment issues will set the stage for new or amended policy and regulations. This will ensure that new policy and regulations will better advance the goal of increased compatibility, decreased encroachment, a reduction of noise conflicts, and decrease in the opportunity for accident conflicts.

3. **Development of new or revised land development regulations for implementation.** Are current practices effective in light of Shaw's current and future mission? What are the communities' other options in planning, zoning, infrastructure, development rights, acquisition, etc? Does the current approach effectively address the influence of new growth factors such as cellular interference or new energy source encroachment? Due to the documented concerns by Shaw AFB and the Community, it is expected that a new and or

revised policy and regulatory scheme will be developed for consideration and implementation.

4. **Understanding the next generation fighter.** The next generation fighter, the F-35, is expected to have noise and mission impacts different than its predecessor, the F-16. In order to ensure the primary goals are met, a clear understanding of those impacts is necessary. This reality will necessitate both policy and/or regulatory changes related to noise attenuation, noise contours, and beyond.

IV. Organization

Policy Committee—Elected and Appointed officials from Shaw AFB, City of Sumter and Sumter County, South Carolina. The group is responsible for overall direction of JLUS – oversight, work progress, draft and final report approval. It is anticipated that the seven (7) member composition would include:

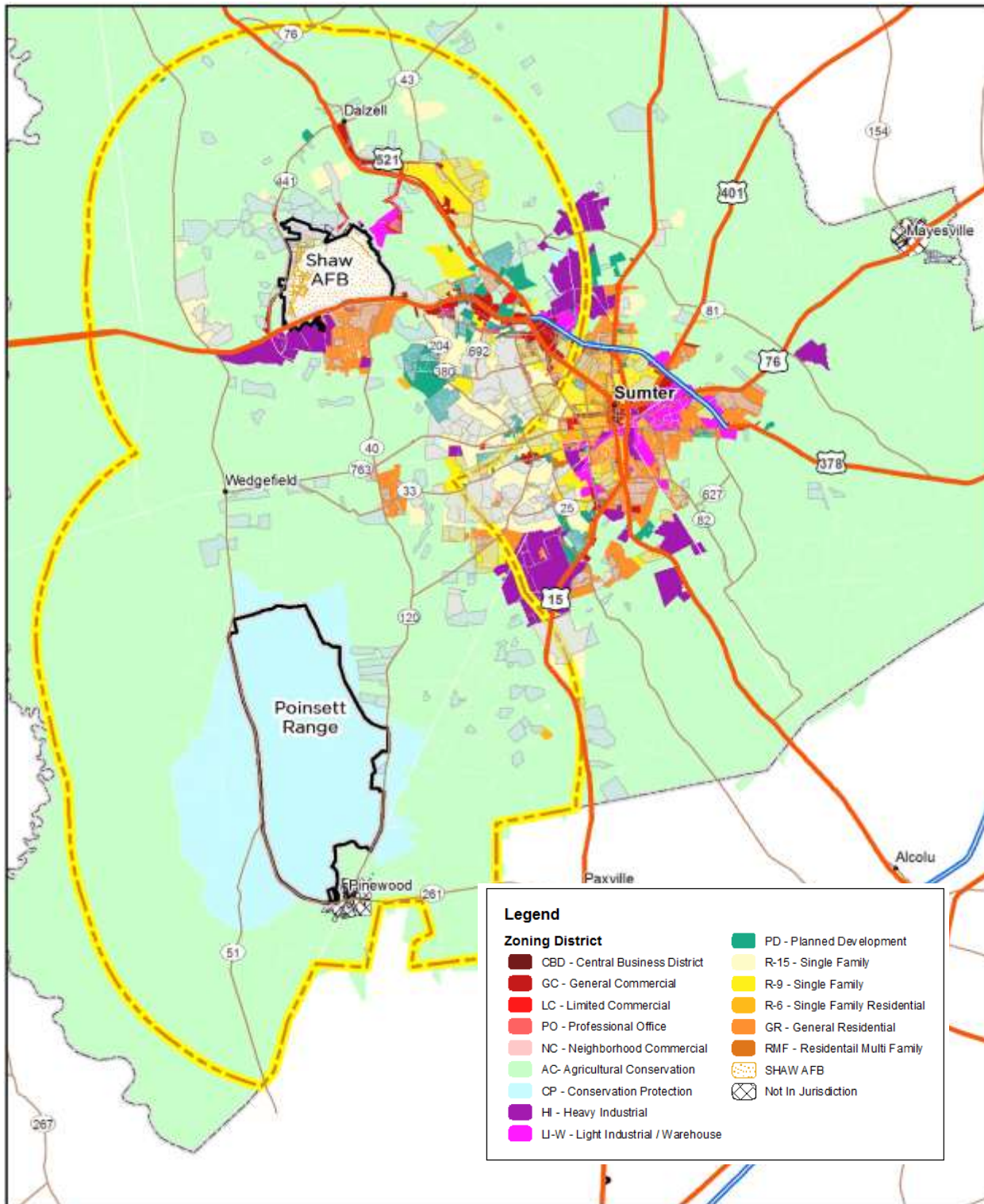
Mayor of the City of Sumter
Wing Commander (serving as ex officio member)
Chairman of Sumter County Council
Chairman of Sumter City-County Planning Commission
1 At-large Shaw representative
1 At-large member of City Council
1 At-large member of Sumter County Council

Technical Advisory Committee—Local land use, planning, and zoning experts and other technical subject experts including, but not limited to, technical experts from Shaw AFB. The group is responsible for conducting all aspects of the study: meetings, public participation, workshops, coordination, issue identification, and reporting.

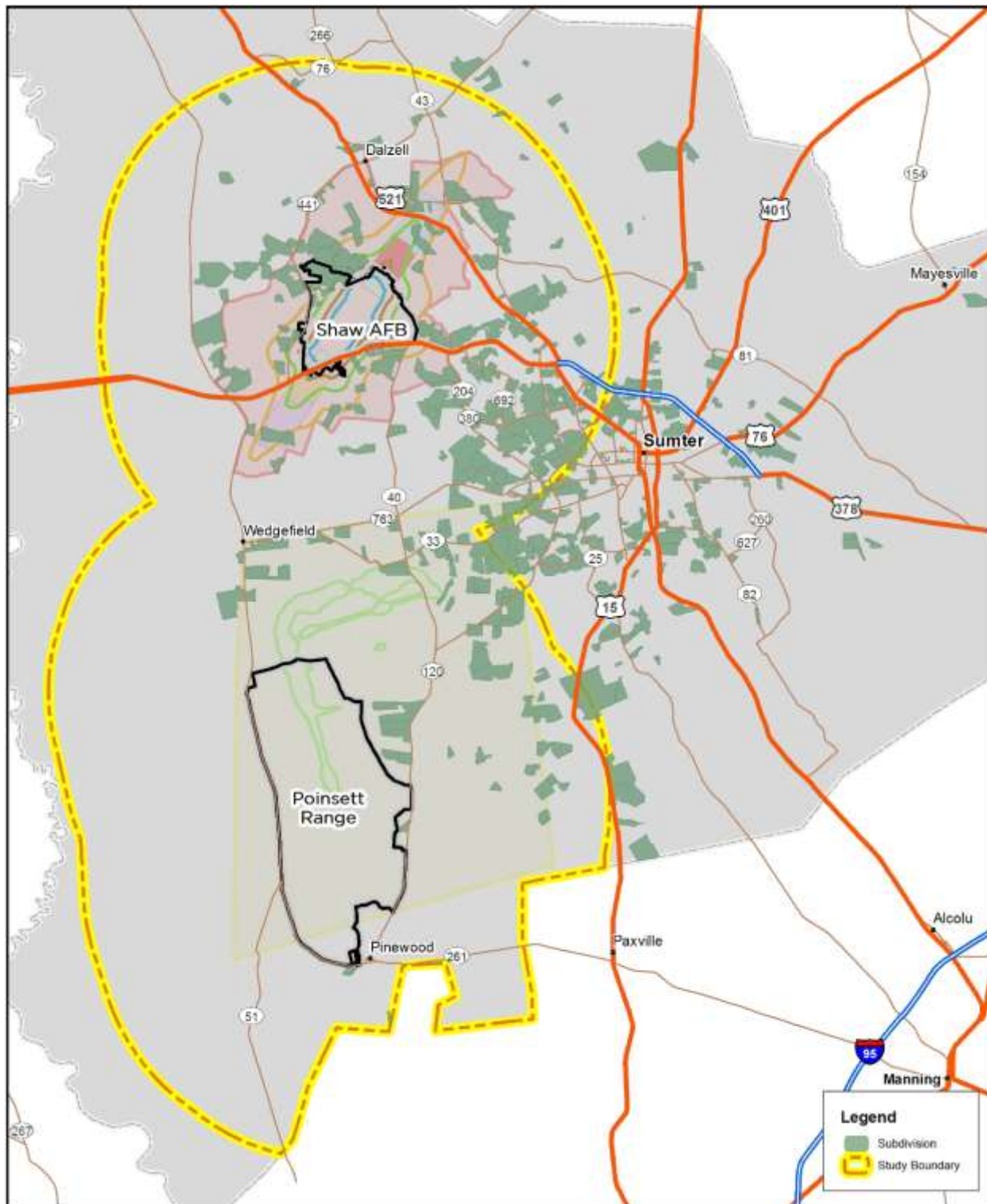
Sumter City-County Planning Director
Sumter City-County Zoning Administrator
Sumter City-County Planning GIS Manager
City of Sumter City Manager
Sumter County Administrator
Santee Lynches Council of Governments Planning Director
Shaw AFB (Civil Engineer SQ CC, Communications SQ CC, Operations Support SQ CC; Security Forces SQ CC) other Shaw AFB tenant units as designated
Representative from the Conservation Fund
Representative from the Home Builders Association
Representative from the Board of Realtors

Sponsor – The Sumter City-County Planning Department will serve as the sponsor of the study grant administrator, RFP process manager, consultant evaluator, selector, manager, and contract administrator. The Planning Director will be the primary point of contact and key personnel for project.

Proposed Draft Geographic Scope of Study Area



Subdivision Map



V. SCOPE (w/estimated work effort)

A. Data Collection and Document Review (25%). Collect and assess data from local jurisdictions, military facilities, the State, and other identified agencies within the Study area. The information to be collected will help identify trends and compatibility issues. Data to be collected include, but are not limited to:

- Socioeconomic data
- Residential and Commercial permit data
- Environmental data
- Existing Light, Noise, and Frequency Spectrum baselines
- Comprehensive GIS data
- Shaw and Poinsett Planning documents (AICUZ, IDP, ICEMAP, Mission brief, INRMP, ICRMP, etc)
- 1993 Shaw AFB JLUS and 2002 Poinsett Range JLUS
- City-County Zoning Ordinance
- 2030 City County Comprehensive Plan
- Long Range Transportation Plan
- F35A Operational Basing Environmental Impact Statement
- *Data collection may include a Tour of each installation and area..*

Deliverables: Electronic data master files; Electronic and hard copy GIS base maps of Study area and elements (3 large 24 x 36 and 16 8.5 x 11)

B. Assessment of Compatibility Issues (25%). Collected data will be analyzed to identify potential encroachment and compatibility threats. This section will also analyze the current regulatory framework and its effect of compatibility. Factors to be evaluated include but are not limited to:

- Land Use, Residential Density and Growth Factors
- Shaw specific zoning overlays (Noise Attenuation, APZ's, DNL's, extended clear zones et. al.)
- Light, Noise, Glare, Height
- Frequency Spectrum Interference and Competition
- Water and Sewer extension
- Transportation trends
- Alternative energy influences on mission within jurisdiction and for off-site mission training
- Regional airspace conflicts

Deliverables: GIS maps overlay of apz/noise contour with identified land uses; draft description of compatibility issues and maps of issue locations; scoring of compatibility issues;

C. Evaluation of Current Regulatory Measures (15%). Evaluate existing planning tools currently in practice in the community to determine which are sufficiently addressing identified compatibility and encroachment issues; which need revision or refinement; which potential solutions exist yet are not employed locally.

D. Recommendations and Implementation Strategy (20%). Develop recommendations for the community and the installations. A specific strategy should be developed implementing the recommendations of the project. This section identifies a plan of specific actions, responsible parties, and a timeline for implementation. The action plan should be without limitation regarding potential alternatives for consideration.

- Recommendations for the community such as zoning ordinance amendments for land use or new standards for light, glare, noise.
- Recommendations for Shaw and Poinsett, including mission and potential operational solutions.

Deliverables: Draft Strategic Action Plan; Draft Recommendations; Draft JLUS; Final JLUS; Draft Executive Summary; Final Executive Summary. All documents provided in electronic format.

E. Public Participation Strategy (15%). Each phase of the project will contain an individual public participation strategy to ensure a transparent and thorough process (minimum four public meetings). Public participation is expected to include such elements as:

- Project Kick-off meeting
 - Media Relations Strategy
 - Website development
 - Stakeholder Identification and Outreach
 - Policy Committee and Technical Group meetings
 - Open House/Public Forums
 - Policy Committee Public presentations
 - Presentation to City and or County Council

Deliverables: Summary of Stakeholder and other public inputs; summary/minutes from Policy and Technical committee meetings